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PROGRAMME IMPLEMENTATION

Evaluation

Report of the Administrator

SUMMARY

The present document contains the tenth report on the work of the Central Evaluation Office (CEO) since it was established in 1983. Section II presents a synopsis of the evaluation strategy being pursued during the fifth cycle. Section III summarizes the significant findings and recommendations of the major evaluations undertaken during 1992. These concern the following: (a) A review of the fifth country programme for Myanmar; (b) an assessment of UNDP coordination efforts in support of the WHO/Global Programme on AIDS; (c) an evaluation of the Economists Programme in Africa; (d) a thematic evaluation of the Strategic Management of Industrial Development Programme in Africa; and (e) an evaluation of the Special Industrial Services Programme. Section III also contains a summary of progress made in developing an evaluation methodology with respect to the subjects of capacity-building, programme approach and national execution, poverty alleviation, and grass-roots participation in development. Section IV summarizes the status of other work undertaken by CEO on the strengthening of national monitoring and evaluation capacity, ex-post evaluation, feedback of evaluation findings, databases and publications. It also highlights cross-cutting issues which have emerged from CEO work during 1992. Section V contains an account of evaluation work done in the United Nations Sudano-Sahelian Office, the United Nations Capital Development Fund and the United Nations Development Fund for Women. Section VI summarizes the CEO work plan for the biennium 1993-1994, which is contained in this annex.

I. INTRODUCTION

1. The present document contains the tenth report on evaluation since the Central Evaluation Office (CEO) was established in 1983 in order to provide UNDP and the Governing Council with independent and objective judgements on "the effectiveness and impact of the Programme, the reasons for its successes and failures, and the lessons that can be drawn to improve performance in the future" (DP/1983/ICW/6, para. 61). It responds specifically to decision 83/12, of 24 June 1983 in which the Council called for annual reports on progress made in strengthening evaluation and on the results of evaluation work.

2. The present report summarizes work accomplished in 1992; it should be read within the overall framework and context laid out in the report for 1991 (DP/1992/20), which contained a synopsis of major evaluations undertaken in 1991, reviewed the evolution of CEO work during the fourth cycle and outlined CEO plans and strategies for the fifth cycle. That report also presented a two-year work programme for 1992/93 as requested by the Governing Council.

II. CEO EVALUATION STRATEGY FOR THE FIFTH CYCLE

3. In the last two years, the work of CEO has seen a progressive shift from the development of evaluation systems and processes to programme analysis. As described in document DP/1992/20, a strategic planning exercise was undertaken in 1991 which helped in further defining the approach to and the emphases in the CEO strategy for the fifth cycle. A major element of CEO work during this cycle will be programme evaluations (covering selective evaluations of national, regional, thematic and sectoral programmes within UNDP) and strategy evaluations (which involve, inter alia, an assessment of UNDP support to building national capacity in the six areas of focus stipulated in Governing Council decision 90/34). Towards the latter part of the cycle, it is foreseen that policy evaluations will also involve assessments of UNDP experience in adopting cross-cutting themes such as human development.

4. In adopting and following this strategy, CEO recognizes that it is not possible to classify evaluations into rigidly defined compartments since many evaluations contain elements of some or all three types defined above. Such classification is useful, however, in determining the primary purpose and intent of a particular evaluation activity.

III. MAJOR EVALUATIONS UNDERTAKEN IN 1992

A. Evaluation reports

5. Of the major evaluations undertaken in 1992, five may be classified as covering a programme dimension. They are (a) a review of the fifth country programme for Myanmar; (b) an assessment of UNDP coordination efforts in support of the World Health Organization (WHO) Global Programme on AIDS (GPA) and encouragement of national leadership to combat AIDS; (c) an evaluation of the Economists Programme for Africa; (d) thematic evaluation of the Strategic Management of Industrial Development (SMID) Programme in Africa; and (e) evaluation of the Special Industrial Services (SIS) programme. The first

two evaluations were undertaken in response to requests made by the Governing Council. The third evaluation was undertaken at the request of the Regional Bureau for Africa and was endorsed by the External Auditors. The fourth and fifth evaluations were conducted jointly by the United Nations Industrial Development Organization (UNIDO) and UNDP.

1. Review of the fifth country programme for Myanmar

6. In it decision 92/26 of 26 May 1992, the Governing Council requested CEO to organize the review of the fifth country programme for Myanmar. An evaluation team was assembled in September 1992 and visited Myanmar for 10 weeks during the last quarter of 1992. It travelled extensively in the country to project sites and held discussions with Ministers of the Myanmar Government, senior national project officials, expatriate chief technical advisers, other experts, beneficiaries and with representatives of the United Nations specialized agencies and a number of ambassadors of donor countries in Myanmar. It also held discussions at the headquarters of UNDP and all the executing agencies involved in the implementation of this programme. Special attention was given to reviewing efforts in promoting development at the grass-roots level.

7. The review covered a detailed evaluation of the performance and results of 51 of the 123 projects, which accounted for approximately 79 per cent of the total allocation for the fifth country programme. Evaluation of all 123 projects would have entailed at a conservative estimate, some 100 work-months of effort. Therefore, the 51 projects were chosen on the basis of being representative of the strategy and thrust of the fifth country programme. Some of the salient findings of this review are summarized below. Overall, the mission found that the programme was well designed and that given the unusually troubled history caused by external disruptions it was executed at a high level of effectiveness. It was also found that achievements in the chosen fields of concentration were impressive and that the actual and potential impact in development terms was considerable. Of the 51 sample projects, 28 were rated as successful or satisfactory; 18 as partially satisfactory/unsatisfactory; and 5 as unsatisfactory. Follow-up to the conclusions of this evaluation will be reported upon by the Regional Bureau for Asia and the Pacific.

2. An assessment of UNDP coordination efforts in support of the WHO global programme on AIDS (GPA) and encouragement of national leadership to combat HIV/AIDS through multisectoral programmes

8. In compliance with decision 92/14, CEO conducted an assessment by a team of four international consultants of UNDP activities to combat AIDS. After consultation with units responsible for AIDS in both UNDP and WHO, CEO drew up terms of reference which called for the evaluation team to examine the degree to which UNDP is using the coordinating role of Resident Representatives to (a) support WHO's Global Programme on AIDS and (b) encourage national leadership to take a multisectoral/multi-ministry approach to addressing the AIDS threat. Specific reasons for success and problems encountered were also to be identified.

9. The team commenced work in October 1992 with briefings in UNDP/New York and WHO/Geneva. It also visited WHO regional offices in Brazzaville (Congo), Alexandria (Egypt), New Delhi (India), Manila (Philippines) and Washington D.C. (United States). Discussions were undertaken in four donor countries: France, Sweden, the United Kingdom and the United States. Field visits were organized to eight countries in three regions: Côte d'Ivoire, Rwanda, Uganda, Zambia; Pakistan, Thailand; Brazil, Honduras. Additional data and information were collected through questionnaires sent to 70 UNDP field offices and Governments, to which 65 UNDP offices and 44 Governments responded.

10. The major findings of this assessment may be summarized as follows: the United Nations specialized agencies and their principal representatives in the developing countries are not as yet in a position to provide the leadership and support that developing countries require to address the HIV/AIDS pandemic. The priority assigned to this pandemic and guidance on the role of the United Nations Resident Coordinators/UNDP Representatives in addressing it, has been uneven and unclear across the regions. The review brings out the relatively ad hoc nature of United Nations agency coordination in the field with each United Nations agency developing its own HIV/AIDS activities and only loosely coordinating with other agencies and donors.

11. The report concludes that it would be desirable for a unified United Nations strategy for an HIV/AIDS programme to be developed in each country. It also describes four alternative scenarios to be considered, depending on the specific needs of each country. These scenarios cover the following range of alternatives: (a) WHO and the Ministry of Health address the HIV/AIDS problem primarily as a medical and health concern with minimal support from UNDP; (b) HIV/AIDS is seen as the joint responsibility of the UNDP Resident Representative and the WHO/GPA representative; (c) UNDP leads coordination, relying on WHO/GPA for technical guidance; and (d) the United Nations Resident Coordinator takes the lead responsibility, with UNDP as a major donor, WHO/GPA as provider of technical guidance and with other United Nations agencies joining in a unified United Nations strategy for HIV/AIDS. Operational follow-up to this assessment will be reported upon by the Division for Global and Interregional programmes (DGIP).

3. Evaluation of the Economists Programme for Africa

12. This evaluation was undertaken by a team of five consultants in mid-1992. The exercise included field visits to Burkina Faso, Cape Verde, Comoros, Gambia, Lesotho, Madagascar, Malawi and Zambia. Recipient Governments, representatives of donors at the field level, senior staff of multilateral agencies (the World Bank, the International Monetary Fund (IMF) and the United Nations Conference on Trade and Development (UNCTAD)), Resident Representatives and economists (international and national), and other UNDP staff were consulted.

13. These findings and recommendations may be summarized as follows: (a) the Economists Programme is seen to be fully justified and fills an important gap in underpinning the new programme thrusts of UNDP. It is felt that UNDP could not with any credibility move into policy-based programmes, embrace the programme approach, assist with national technical cooperation assessments and programmes (NATCAPs) and the round-table mechanism and have effective insight into the macroeconomic profile of a country without the benefit of a cadre of trained

economists in the field. Furthermore, this programme enables a second opinion to be given on a country's economic strategy, which is welcomed by Governments and donors; (b) the functions of the economists themselves should be streamlined. They should avoid collecting primary data and instead use data collected by the World Bank, IMF, the Development Assistance Committee of the Organisation for Economic Cooperation and Development (OECD/DAC), the Economic Commission for Africa (ECA) and other bodies for macroeconomic and other analyses; (c) attention should also be paid to ensuring coordination and establishing regular working contacts with economists in donor field offices; (d) recommendations are also made with respect to improvement in staffing, career development and the management of the Economists Programme.

14. Another recommendation arising from the evaluation is that UNDP should consider expanding the programme from its focus on LDCs to as many countries as are in need of it, subject to the availability of financial resources. The operational follow-up to these findings and recommendations are being reported upon by the Regional Bureau for Africa.

4. Thematic evaluation of the Strategic Management of Industrial Development Programme in Africa

15. The objective of this thematic evaluation was to evaluate the conceptual and operational impact of the SMID approach in Africa (where some 40 per cent of all industrial planning projects are using this approach) in comparison with the traditional approach. The SMID approach was developed to respond to changing circumstances during the late 1970s and early 1980s, when the classical approach of making long-term industrial plans was supplanted by policies in which the private sector assumed the prime role of promoter of economic dynamism and the public sector provided an "enabling environment".

16. The evaluation was conducted by three consultants who were briefed by UNIDO and UNDP headquarters and also met with World Bank staff. Six countries were visited. In four of them (Côte d'Ivoire, Guinea, Nigeria and Senegal) the SMID approach is being followed. Visits were also undertaken to Lesotho and Zambia, where the industrial development projects executed by UNIDO do not follow the SMID approach.

17. The experience in Africa is that the SMID approach has yielded mixed results. This stems from the fact in some countries that the government commitment to SMID may not be altogether firm. Moreover, in several countries the SMID approach has been worked into ongoing projects that were initiated under the classical approach. It was concluded from the evaluation that the SMID approach was conceptually sound, appropriate and consistent with thinking in other international aid organizations. It represents a radical departure from traditional approaches since it does not rely on a model that can be applied to each and every situation but instead attempts to set the conditions for the autonomous development of strategies. Although essentially simple, SMID has not been an easily understandable concept and has suffered from a major problem of presentation and communication. The evaluation has recommended a series of efforts to overcome these constraints and the operational follow-up is currently being worked on by both UNIDO and UNDP.

5. Evaluation of the Special Industrial Services programme

18. This evaluation was organized by UNIDO on its own initiative, with a financial contribution from UNDP. It was undertaken by a consultant who was briefed by both UNIDO and UNDP and also undertook a field mission. A system of rating a sample of approximately 60 SIS projects was also devised. The purpose of evaluation was to provide management with substantive findings on the programme's attainments and operations, with a particular focus on activities undertaken during the fourth cycle, for which UNDP had allocated $15 million. The Special Industrial Services fund was originally established in 1965 by UNDP to serve as a bridge for UNIDO during the phasing in of the indicative planning figure (IPF) system. The SIS programme was to meet short-term and urgent requirements of high-priority projects in the industrial sector. The programme was previously evaluated and reviewed in 1976, 1983 and 1985.

19. The evaluation report concludes that the programme has addressed significant problems in a reasonably successful way. It also suggests that management should reconsider the purpose, scope and size of the programme in light of the changing programme environment. Furthermore, the next two to three years should be used for experimentation and innovation of ways and means to introduce more substantive content into the programme and to respond to new conditions and requirements. It also advocates a joint, mid-cycle review to review programme effectiveness and options.

B. Evaluation methodology

20. Capacity-building. The CEO workplan for the 1992-1993 biennium foresees the development of guidelines on evaluation of the six areas of focus. As a first step, CEO is developing a methodology to support the formulation of guiding principles in assessing UNDP capacity-building efforts in the fifth cycle.

21. Some of the principal premises underlying this framework are as follows. First, there is a need to re-install capacity-building as the primary concern of UNDP, that is UNDP energies should be focused on establishing or enhancing a country's capacity to meet production and output targets, to address development problems and to formulate strategies. Secondly, capacity-building includes "capacity retention"; this is a complex, long-term process that may be attempted at three working levels: long-term perspective planning; policy formulation and execution; and national programme design, implementation and evaluation. Thirdly, during the first part of the fifth cycle, UNDP efforts should focus on setting up "process indicators" to measure progress in establishing capacity-building, particularly in the following areas: (a) the development of human resources; (b) measures required to improve the functioning of essential organizations; and (c) the fostering of conditions needed to encourage local creativity, open discussion and merit-based performance.

22. This framework is currently being discussed within UNDP and document DP/1993/23 on capacity-building reports on further progress made in the formulation and implementation of capacity-building strategies. It is hoped to complete these guidelines in 1993. CEO has also contributed towards the formulation of evaluation indicators for Capacity 21.

23. Programme approach and national execution. Work has begun in designing a monitoring and evaluation system suitable for cases in which the programme approach has been adopted. CEO is working on the development of methodology and guidance for monitoring and evaluation in the context of the programme approach and national execution in two specific countries: India (leather and jute sectors) and China (machine tools industry).

24. The objective of this activity is to consolidate the experience of monitoring and evaluation activities in the context of the programme approach and to develop operational guidelines. This approach stresses the need for enhanced monitoring activities that can be used not only to establish and measure indicators of progress but also as an early warning system on issues requiring corrective action. This approach recognizes that while project-level evaluation is valuable and required, it has limitations. Effective evaluation should therefore take place at the programme or subprogramme level, at which point it is more feasible to generate transferable generic lessons of experience.

25. Poverty alleviation. As a first step in devising guiding principles for evaluating UNDP progress in this area of focus, CEO commissioned a consultant report entitled "Technical Cooperation in Poverty Alleviation: UNDP Interventions and their Evaluation". This paper was a presented at a seminar on poverty alleviation and equity efforts organized by the DAC Expert Group on Aid Evaluation in Paris in October 1992.

26. On the basis of a review of 80 projects, the report provides an overview of UNDP experience in this area, attempts to analyse its experience from a poverty reduction perspective and raises issues and ideas with respect to future formulation and evaluation exercises in this field. In terms of measurement of poverty in a country, the report concludes that periodic evaluations of a complex mix of macro policies, social investments, targeted interventions and social safety-net provisions should be undertaken at a programme level in preference to evaluation of individual poverty alleviation interventions. The report also suggests that these evaluations should be undertaken jointly by providers of technical cooperation and capital aid in conjunction with Governments. Furthermore, the report re-emphasizes the need for poverty indicators to be compiled for each country and notes that household surveys are a useful tool for this purpose.

27. At the level of programmes and projects, the report summarizes the following vital elements which are crucial for success: effective project design with careful selection of goals; target group selection which must be transparent, open and monitorable and done on the basis of income or asset-holding criteria; and good detailed baseline surveys. It also highlights the value of invoking the participatory process at the project preparation stage and concludes by underscoring the need for the issue of sustainability to be considered at the outset of the project or programme design. Further work on formulating guidelines on evaluating poverty alleviation will, inter alia, draw on the ideas contained in this report under the umbrella framework being developed for the evaluation of national capacity-building efforts.

28. Grass-roots participation. The development of a framework and methodology for participatory evaluation is an ongoing activity of significant importance in the CEO workplan. Three case-studies are being prepared on ongoing UNDP

projects that have been selected after consultations with the regional bureaux and the field offices. The first case-study was on a post-harvest losses project in Zambia undertaken in 1990/91.

29. A second case-study was completed in early 1993 and evaluated the participatory dimensions and process of a project to strengthen water and sanitation activities in Tanzania. This exercise vividly demonstrated that the participatory approach is very useful in the evaluation of an institution-building project and is not necessarily an approach confined for use on community-based projects, which are most commonly subject to participatory evaluations. The lessons captured in this case-study draw heavily on the experiences and outcome of a five-day participatory workshop. It shows that the quality and quantity of information that is generated through such a process is very high and in some ways superior to the information generated by conventional techniques. One of the most important results was that such a process actively promotes organizational learning and facilitates a quick movement to higher levels of learning. The workshop approach highlights the need for attention to ensuring that actors in the process also have a clear sense of purpose, goals and their respective roles. Further, it reveals that a participatory workshop often brings out latent conflicts among the participants in a project and thus if a participatory evaluation is to succeed, it requires that actors be open to criticism and be willing to admit mistakes. Furthermore, the participatory exercise must yield an outcome that is clear to all and the group should be prepared to take decisions on the future of the project on the basis of consensus. The case-study effectively illustrates the point that consensus does not mean that everybody should agree to everything. However, it does require that everybody should accept the conclusions reached, agree to the consequences and accept responsibility for the actions that have to be taken in the future. The case-study concludes by delineating the various lessons learned with respect to each of the actors in the process - the local participants, the UNDP field office and the evaluators themselves.

30. The full text of the Tanzania case-study is to be published by mid-1993. The guiding principles for this type of evaluation and a companion training package are scheduled for completion once the third case-study is undertaken in early 1993 on a water and sanitation project in Indonesia.

IV. OTHER CEO ACTIVITIES

31. Strengthening of national monitoring and evaluation capacity. Three monographs on the national monitoring and evaluation systems of Brazil, Uganda and Viet Nam were completed in 1992. This approach, which supports national efforts to establish evaluation and monitoring systems as an intrinsic element of government operations, was presented by CEO at a regional seminar in Kuala Lumpur organized by the Asian Development Bank for the DAC Expert Group on Aid Evaluation.

32. CEO had earlier produced seven monographs on: Côte d'Ivoire, India, Malaysia, Morocco, Sri Lanka, Tanzania and Zimbabwe. Overall, 10 monographs have highlighted the following six issues that generally appear to be present in a country that has a successful monitoring and evaluation system: strong support from political leadership; simple, prompt and regular reporting; methodology tailored to the needs of the sector being monitored and reported

upon; existence of measures that encourage good public sector accountability; monitoring and evaluation systems sensitive to needs of decentralized government; and the recognition of the importance of training in establishing and sustaining a monitoring and evaluation system. It has therefore been decided to undertake a generic review of the subject in 1993 to analyse common problems and successes. This study will be of use to developing countries in the improvement of their monitoring and evaluation systems. Another four country monographs are also scheduled to be undertaken in 1993, for Bhutan, Guinea, India and the Philippines.

33. Ex-post evaluation. A desk study on the subject of ex-post evaluation of institution-building projects was commissioned in mid-1992. This review of past attempts at ex-post evaluation of some 18 projects has highlighted the need to develop a strategy which views ex-post evaluation as a dynamic activity and involves members of the institution assisted in the actual assessment of past external assistance. The review also indicates that ex-post evaluation should be seen as an exercise which can contribute to a policy dialogue. It should be viewed as a forward-looking instrument to help Governments in making policy decisions with respect to the future plans for a particular sector, institution or programme by detailing the success, failure, impact and sustainability of past interventions. Ex-post evaluation should also be used to look at programmes or, at the very least, at a cluster of related projects rather than at individual projects. An approach and methodology have been devised on the basis of this desk study and a pilot exercise is to be carried out in 1993 with the involvement of UNIDO and the Food and Agricultural Organization of the United Nations (FAO).

34. Study on feedback of evaluation findings. In pursuance of Governing Council decision 92/24 of 26 May 1992, CEO organized a study of the extent to which feedback and lessons from evaluation reports are effectively internalized within the UNDP system. After extensive briefing at UNDP headquarters, the study team visited multilateral, bilateral and United Nations specialized agencies to review their feedback systems and see if any lessons may be applied to and incorporated in UNDP. Members of the team also visited field offices in the African, Latin American and Asian regions. The team was assisted by an internal working group composed of UNDP staff. The draft report is being completed at the present time. Salient findings, recommendations and a strategy for action will be presented for comment by a group of senior and experienced evaluation practitioners from multilateral and bilateral agencies, after which findings and recommendations will be presented to senior management in UNDP. It is also hoped that CEO will provide a synopsis of findings and recommendations to the Governing Council at its forty-first session.

35. Database. The Central Evaluation Database (CEDAB) now contains codified entries for over 900 evaluation reports. These inputs are being increasingly supplied by the team leaders of evaluation missions, which contributes to ensuring rapid acquisition, enhanced quality and improved veracity of the CEDAB data. However, further work will be done to refine the system of accessing the database in headquarters and making it available at the field level. It is expected that the feedback study mentioned earlier will yield suggestions on this score. Special efforts will be adopted in 1993 to address this issue.

36. A statistical analysis and review of 810 project evaluation reports received in CEO between 1986-1992, and involving an input of $1.14 billion, was

undertaken in late 1992. Of these, 338 projects involving a UNDP input of $436 million (approved between 1987 and 1990) were reviewed in greater depth to identify trends in project quality. The study also looked at issues of performance and evaluation. This review has revealed the following trends. Project design appears to have undergone some improvement since 1986, with this trend being more marked for projects approved since 1987. This may be attributable to the more orderly use of Project Appraisal Committees (PACs) at the field level and the recent activities of Regional Bureaux PACs and the Action Committee. Areas identified for improvement are: a continuing need for clear and realistic articulation of immediate objectives; clearer identification of success criteria; use of realistic external assumptions; and selection of institutional arrangements appropriate to the projects. As regards project performance, projects approved since 1987 do not present any significant difference or change when compared to projects approved before 1987. Review of project evaluation ratings reveals a general improvement in the quality of terms of reference and in the quality of the reports themselves. These trends seem to indicate that the decentralized evaluation system is performing well. The overall finding and recommendation of the study is as follows: UNDP has established a culture which supports increased attention to project design and appraisal as well as to advocacy roles in thematic areas supported by mechanisms such as the Action Committee and PACs. However, there is a need for clearer definition of success criteria at the design stage to ensure effective assessment of project performance. Clearly, in the context of greater decentralization and accountability, there is a need to devote closer attention to project monitoring and performance.

37. Publications. In terms of publications, in 1992 CEO has produced three issues of the publication "FEEDBACK" on the following topics: (a) the use of equipment; (b) UNDP's Experience in the Transfer of Knowledge through Expatriate Nationals (TOKTEN); and (c) Livestock. These have been distributed to all field offices, members of the Governing Council and members of the Inter-agency Working Group on Evaluation (IAWG). It is also expected that a programme note will be produced on the subject of trade policy. However, owing to staffing constraints, it has not been possible to maintain the number of publications at the level originally envisaged, for 1992 i.e., six issues of "FEEDBACK" and six issues of "FINDINGS".

38. Cross-cutting issues emerging from evaluation work. The salient cross-cutting issue that has emerged from recent evaluations and which will be taken account of in CEO future evaluation work, is described below.

Need for enhanced substantive capacity and the establishment of well-defined priorities within UNDP

39. In recent years, the role of UNDP has grown beyond that of being the chief funding agency for technical cooperation activities to being a development agency with a primary focus on building and strengthening national capacity, particularly in the six areas of focus. It has also responded to diverse issues that have emerged as crucial to developing countries - such as the HIV/AIDS pandemic and the social dimensions of structural adjustment.

40. The evaluations undertaken by CEO on the Economists Programme for Africa and on the UNDP coordination efforts in support of the WHO Global Programme on AIDS, have both highlighted the fact that UNDP should pay urgent attention to

enhancing its substantive capacity so that it can meet these challenges more effectively. While the evaluation of the economists programme has advocated widespread adoption of the strategy developed for Africa, the HIV/AIDS evaluation considers various scenarios for UNDP involvement in this programme, this will require a careful response. Such strengthening of UNDP capacity also takes on greater relevance in a time of increased decentralization to the field level.

41. The need to enhance capacity also raises the issue that, given obvious staff and resource constraints, UNDP and its partners need to make strategic choices as to the capacities to be strengthened and at what cost. Such decisions must be followed by clear guidance from UNDP management at headquarters and in the field. This issue is given expression, inter alia, in the HIV/AIDS evaluation, the preliminary findings of the feedback study, the 1991 evaluation of aid coordination in LDCs and the evaluation work being done with respect to national capacity-building.

42. Inter-agency Working Group on Evaluation. The 8th meeting of IAWG took place in January 1993. Discussions were held, inter alia, on monitoring and evaluation activities of nationally executed projects and also of activities undertaken within the framework of the programme approach. Attention was also paid to exchanging experiences on evaluation databases. The opportunity was also taken to hold discussions with representatives of the Joint Consultative Group on Policy (JCGP) agencies present at the IAWG meeting, on the development of strategies to respond to the call for harmonization in evaluation practices.

V. OTHER EVALUATION WORK IN UNDP

43. United Nations Capital Development Fund (UNCDF). The Fund undertook an important thematic review on participative eco-development based on a desk-review and in-depth field evaluations of long-standing UNCDF programmes in Africa. The report, which is in the form of a synthesis, explores how a development programme can take care of the conflicting imperatives of socio-economic improvements and restoration of the environment in the context of a poverty-reduction strategy.

44. The two-year study, prepared with the assistance of the FAO Investment Centre, spells out the key features of an innovative programme approach combining small-scale grant investments and local capacity-building. The concept of a participative eco-development programme is grounded in a contractual mechanism between the programme and its partners. Demand-driven programme inputs that meet the self-identified needs of the population (e.g., feeder roads, water supply, micro credit, housing equipment) are traded against their commitment in longer-term activities beneficial for the environment. Furthermore, interventions in intermediary urban networks linked to target rural areas would create off-farm income-generating activities and release population pressure on overexploited land.

45. United Nations Development Fund for Women (UNIFEM). Over the years, the Fund's project evaluation reports have pointed to the need for improving project design and strengthening the front-end and the start-up period of projects. UNIFEM has therefore developed a project appraisal system which builds on in-house expertise and past experiences as well as on the inputs of UNDP and

other potential partners. The process includes formal and informal consultations as early as possible in the project initiation phase.

46. Beyond streamlining the procedures in place, a number of quality control indicators have been introduced on the substantive issues. For example, in line with the measures agreed to during the strategic planning workshop, a systematic effort is made to integrate quality-of-life indicators in the measures that will ultimately be used to evaluate the impact of projects on women. It has been decided that quality-of-life indicators will be built into half of new UNIFEM projects. Accordingly, an integrated community development project in Matuba, Mozambique, is entering a second phase with provisions for the women involved to define the variables that they consider necessary to improve the quality of their lives. In the case of the new statistics project for China, the search for quality-of-life indicators is expected to give women themselves an opportunity to determine the elements against which their well-being is assessed in the nations's statistics.

47. United Nations Sudano-Sahelian Office (UNSO). Several evaluation exercises were carried out during 1992. Of note was the evaluation of the UNSO/Sweden Sahel programme. This covers four projects in local-level natural resources management, located in Burkina Faso, Niger and Senegal. The programme, which accords well with the guidelines of the UNDP programme approach, allows comparison between the countries and the projects. The evaluation of this programme illustrated the evolution of concepts within these projects, from the sectoral to the integrated perspective. The present programme focus is on extension services and the evaluation report also deals with issues of land tenure, coherence with the larger government programme and success in the application of innovative land-management techniques.

48. Other evaluations made by UNSO during 1992 included two in UNSO-financed activities in strategic framework processes, in Burkina Faso and Ghana, as well as project evaluation in Senegal (sand-dune fixation) and Kenya (ecological monitoring).

VI. CEO WORKPLAN FOR 1993-1994

49. The updated workplan for the 1993-1994 biennium is presented in the annex to the present report, as requested by the Governing Council. It reflects consistency with the SPR-funded evaluation activities approved by the Council in May 1992.

Annex

CEO WORKPLAN FOR THE 1993-1994 BIENNIUM

GOALS	OUTPUTS	DEADLINE
CORPORATE GOALS		
1. Evaluation activities related to UNDP areas of focus		
1.1 Evaluation and tasks related to corporate concerns	1.1.1 Guidelines for monitoring and evaluation related to programme approach and national execution	1993
	1.1.2 Guidelines for monitoring and evaluation related to capacity building	1993
	1.1.3 Guidelines for country programme evaluation	1993
	1.1.4 Guidelines for monitoring and evaluation for the six themes	1993
1.2 Evaluation activities related to a specific area of focus		
1.2.1 Poverty alleviation and grass-roots participation in development	1.2.1.1 One case study on participatory evaluation	1993
	1.2.1.2 Specific aspects of participatory evaluation to be included in the general guidelines	1993
	1.2.1.3 Review of participatory evaluation reports	1993
	1.2.1.4 Assessment of UNDP technical cooperation impact in the fourth cycle on poverty alleviation	1993
	1.2.1.5 Evaluation report of SPR-funded activities	1993
1.2.2 Environmental problems and natural resources management	1.2.2.1 Interim assessment of the Sustainable Development Network (SDN)	1993
	1.2.2.2 Evaluation of the Global Environment Facility (GEF)	1993
	1.2.2.3 Evaluation report of SPR-funded activities	1993/94

GOALS	OUTPUTS	DEADLINE
1.2.3 Management development		
Monitoring and evaluation	1.2.3.1 Country study reports on national capacity in monitoring and evaluation: Vietnam, Brazil, Guinea, Uganda, Bhutan, Indonesia, Philippines and four other countries	1993/94
	1.2.3.2 Papers on generic issues	1993/94
	1.2.3.3 Follow up of Kuala Lumpur Action Plan (DAC seminar)	1993
	1.2.3.4 Contribution to the DAC expert group on institution building	1993
	1.2.3.5 Evaluation report of SPR-funded activities	1993/94
1.2.4 Technical cooperation among developing countries	1.2.4.1 Directory of monitoring and evaluation central authorities	1993
	1.2.4.2 Guidelines for monitoring and evaluation of projects related to transfer of technology	1992
1.2.5 Transfer of technology	1.2.5.1 Evaluation report of SPR-funded activities	1993/94
1.2.6 Women in development	1.2.6.1 Evaluation report of SPR-funded activities	1993/94
PROGRAMME GOALS		
2. Evaluation activities related to effectiveness and efficiency of programming and programme quality		
2.1 Country programme evaluations	2.1.1 Two case studies	1993
2.2 Project impact evaluations	2.2.1 Eight ex-post project impact evaluations	1993/94
2.3 Action Committee/PAC impact	2.3.1 Assessment report	1993
3. Other programme, policy and process evaluations		
3.1 Successor arrangements of support costs	3.1.1 Evaluation report	1993/94

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GOALS	OUTPUTS	DEADLINE
3.2 UNDP feedback system	3.2.1 Evaluation report	1993
3.3 Management support agreement impact on national capacity	3.3.1 Evaluation report	1994
3.4 UNDP role in joint operations as African Management Services Company, Global Environment Facility, Social Dimensions of Adjustment	3.4.1 Evaluation report	1994
3.5 Impact of regional, interregional and global programmes	3.5.1 Evaluation report	1994
3.6 Technical and Vocational Training in Africa	3.6.1 Evaluation report	1993/94
3.7 Civil Service Reform in Africa	3.7.1 Evaluation report	1993
4. Evaluations of programmes funded by SPR resources but not related to the six thematic areas		
4.1 Disaster mitigation		
A1: Disaster preparedness	4.1.1 Contribution	1994
A2: Emergency relief	4.1.2 Contribution	1994
A3: Reconstruction and rehabilitation	4.1.3 Contribution	1994
A4: Refugees and displaced persons	4.1.4 Contribution	1994
4.2 Special and/or new activities		
C1: Human development report	4.2.1 Contribution	1993
C2: Special Economic plan for Central America	4.2.2 Contribution	1993
C3: UNPAAERD	4.2.3 Contribution	1993
C4: Drug abuse control	4.2.4 Contribution if requested	1994

GOALS	OUTPUTS	DEADLINE
C5: HIV/AIDS	4.2.5 Contribution	1994
C6: Social Dimensions of Adjustment	4.2.6 Contribution	1993
C7: World Conference on Education For All	4.2.7 Contribution if requested	1994
C8: Private sector development	4.2.8 Contribution if requested	1994
C9: NGOs	4.2.9 Contribution	1993
4.3 Aid co-ordination		
D1: Support to Roundtable and Consultative Group meetings	4.3.1 Contribution	1993
D2: NaTCAPs	4.3.2 Contribution	1994
D3: Needs assessments and Country Programme reviews	4.3.3 Contribution	1994
D4: Country Programme initiatives	4.3.4 Contribution	1994
4.4 Programme development		
E1: Project Development Facility	4.4.1 Contribution	1994
E2: Evaluation and training	4.4.2 Contribution	1994
E3: Programme research	4.4.3 Contribution if requested	1994
4.5 Assistance to Palestinian people	4.5.1 Contribution	1994
OPERATIONAL GOALS		
5. Feedback of evaluations in programme and projects		
5.1 Development of databanks	5.1.1 Expansion of the existing databanks	1993/94
	5.1.2 Establishment of the databank on country programmes	1993

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GOALS	OUTPUTS	DEADLINE
	5.1.3 Establishment of the databank on terminal reports	1993
5.2 Accessibility to the users	5.2.1 Refining the system	1993
5.3 Dissemination of lessons	5.3.1 CEO study on trade policy	1993
	5.3.2 CEO study on special public work programme	1993
	5.3.3 CEO thematic evaluation reports	1993/94
	5.3.4 Issues of "Findings"	1993/94
	5.3.5 Issues of "Feedback"	1993/94
5.4 Harmonization of guidelines	5.4.1 Follow up to G.A. resolution 47/199	1993/94
6. Direct support to Regional Bureaux	6.1 Backstopping activities Review of terms of reference Briefing and debriefing Project Appraisal Committees Capacity 21	1993/94
EXTERNAL RELATIONS		
7. Relationships with donors, recipient countries, Governing Council and Agencies		
7.1 Accountability of the Administrator	7.1.1 Reports to the Governing Council	1993/94
7.2 Relationships with United Nations agencies	7.2.1 Papers for the Inter Agency Working Group	1994
7.3 Relations with DAC expert group	7.3.1 Papers for DAC meetings	1993/94
7.4 Joint evaluations	7.4.1 With agencies WB/UNEP for GEF (see 1.2.2) UNESCO/ILO (see 3.6)	 1993/94 1993/94